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L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06

AID-05 COME-00 EB-07 FRB-03 TRSE-00 XMB-02 OPIC-03

CIEP-01 LAB-04 SIL-01 OMB-01 /095 W

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FM AMEMBASSY MONTEVIDEO

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INFO AMEMBASSY ASUNCION

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C O N F I D E N T I A L SECTION 1 OF 2 MONTEVIDEO 0555

E.O. 11652: GDS

TAGS: PFOR, UY

SUBJ: FOREIGN MINISTER BLANCO OUTLINES URUGUAY'S

MAJOR FOREIGN POLICY CRITERIA

BEGIN UNCLASSIFIED

1. SUMMARY. IN AN EXCLUSIVE INTERVIEW PUBLISHED FEBRUARY 8 IN LA MANANA, FOREIGN MINISTER BLANCO ANALYZED URUGUAY'S FOREIGN POLICY. WHILE MUCH OF WHAT DR. BLANCO SAID HAS BEEN REPORTED PREVIOUSLY, THIS INTERVIEW EMPHASIZED THE LOGIC AND CLARITY OF URUGUAYAN FOREIGN POLICY. THE FOREIGN MINISTER'S WORLD VIEW REFLECTS A CAREFULLY CONSIDERED POLICY BASED ON THE NATION'S NATIONAL INTERESTS. URUGUAY WILL CONTINUE TO DEVELOP ITS ECONOMIC AND

POLITICAL RELATIONS WITH NEIGHBORING COUNTRIES, OTHER

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COUNTRIES OF LATIN AMERICA, AND NATIONS THROUGHOUT THE

WORLD. AN IMPORTANT ASPECT OF THIS POLICY IS TO DEVELOP MUTUALLY BENEFICIAL ECONOMIC ACCORDS. THE GOU WILL EXPLORE ECONOMIC OPPORTUNITIES IN A NUMBER OF NEW AREAS OF THE WORLD, BUT WILL CONTINUE TO CONCENTRATE ON ITS IMMEDIATE NEIGHBORS AND WESTERN EUROPE. THE GOU CONSIDERS THAT LAFTA HAS NOT BEEN EFFICIENT IN THE PROMOTION OF REGIONAL INTEGRATION AND FOR THIS REASON IT WILL CONTINUE TO PRESS FOR BILATERAL AGREEMENTS WHICH WILL EVENTUALLY FORM A NETWORK SUPPLEMENTARY TO THE LAFTA SYSTEM. WHILE THE GOU IS OPPOSED TO THE CREATION OF NEW INTERNATIONAL ORGANIZATIONS, IT WILL SUPPORT SELA. ON THE POLITICAL FRONT, THE FOREIGN MINISTER STATED THAT RECENT ACTIONS OF CUBA PROVE THAT COUNTRY'S INTERVENTIONIST CHARACTERISTICS, AND NORMALIZATION OF RELATIONS BETWEEN CUBA AND OTHER COUNTRIES IS GOING TO BE DIFFICULT. REFERRING TO THE "NEW DIALOGUE," HE SAID IT IS ESSENTIAL TO HAVE A DIALOGUE BETWEEN THE UNITED STATES AND LATIN AMERICA DUE TO THE GEOGRAPHIC PROXIMITY AND TRADITIONAL HISTORICAL, AND ECONOMIC RELATIONS BETWEEN THE COUNTRIES OF THE HEMISPHERE. END SUMMARY

2. THE FOREIGN POLICY OF CONCENTRIC CIRCLES

FOREIGN MINISTER BLANCO, IN AN EXCLUSIVE INTERVIEW GRANTED TO LA MANANA, EXPLAINED THE CONCEPT OF A "FOREIGN POLICY OF CONCENTRIC CIRCLES." URUGUAY WILL DEVELOP RELATIONS WITH A WIDE VARIETY OF COUNTRIES ON A STEP-BY-STEP BASIS. "WE HAVE STARTED BY LOOKING FOR AGREEMENTS OF UNDERSTANDING WITH NEIGHBORING COUNTRIES SUCH AS ARGENTINA AND BRAZIL. WE HAVE GONE ON TO THE CUENCA DEL PLATA, PARAGUAY, AND BOLIVIA, AND LATER CHILE. THIS IS NOT TO SAY THAT WHILE WE ARE NEGOTIATING OR MAKING PROGRESS IN AGREEMENTS WITH, FOR EXAMPLE, ARGENTINA AND BRAZIL, WE ARE NOT AT THE SAME TIME WORKING ON OTHER ACTIVITIES." THE FOREIGN MINISTER GAVE AS AN EXAMPLE HIS RECENT TRIPS TO THE MIDDLE EAST AND IRAN AS BEING FIRST STEPS IN THOSE REGIONS WHILE AT THE SAME TIME URUGUAY WAS QUITE ADVANCED IN ITS RELATIONS WITH ITS CLOSE NEIGHBORS. THE FOREIGN MINISTER SAID THAT THE FOREIGN POLICY OF URUGUAY ON THE ECONOMIC FRONT BASICALLY FOLLOWS TWO LINES. ON THE ONE HAND URUGUAY WILL TRY TO CONSOLIDATE AGREEMENTS WHICH IT HAS ALREADY MADE, AND ON THE

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OTHER IT WILL BEGIN OPENINGS TOWARDS OTHER COUNTRIES IN THE WESTERN HEMISPHERE AND OTHER REGIONS OF THE WORLD. THIS WILL GRADUALLY OPEN WIDER MARKETS FOR URUGUAY'S INDUSTRY.

3. INTEGRATION AND ECONOMIC DEVELOPMENT

THE FOREIGN MINISTER POINTED OUT THAT URUGUAY FIRST HAD TO DEAL WITH POLITICAL PROBLEMS WHICH IMPEDED ECONOMIC INTE-

GRATION. IT WAS FIRST NECESSARY TO ELIMINATE IRRITATIONS, WORRIES AND DIFFICULTIES OF OTHER TIMES (I.E., BORDER DISPUTES) AND TO TRANSFORM THESE NEGATIVE FACTORS INTO POSITIVE ONES FOR COOPERATION. THE POLICY HAS ALSO BEEN TO DEVELOP INTEGRATION NOT FOR THE SAKE OF INTEGRATION ALONE BUT FOR NATIONAL DEVELOPMENT WITH INDEPENDENCE AND POLITICAL SOVEREIGNTY. SINCE LAFTA HAS PROVE INEFFECTIVE, URUGUAY HAS DEVELOPED AGREEMENTS WITH ITS NEIGHBORS WHICH HAVE SERVED BOTH THEIR INTERESTS AND THOSE OF URUGUAY. THE CONCEPT OF "EFFECTIVE RECIPROCITY" HAS ALSO BEEN INTRODUCED. FOR EXAMPLE, IN NEGOTIATING WITH A GREAT POWER SIMPLE RECIPROCITY IS NOT ENOUGH. THERE HAS TO BE ECONOMIC COOPERATION WHICH CONTEMPLATES THE SPECIAL SITUATION OF THOSE WHO ARE LESS DEVELOPED. URUGUAY APPLIES THIS CONCEPT IN MARITIME, AIR TRAFFIC, AND COMMERCIAL AGREEMENTS.

4. SELA

THE FOREIGN MINISTER STATED, "URUGUAY PREFERS THAT NO NEW INTERNATIONAL ORGANIZATIONS BE CREATED AND THAT EXISTING ORGANIZATIONS BE USED MORE EFFECTIVELY. URUGUAY DOES NOT BELIEVE THAT CREATING NEW ORGANIZATIONS TO RESOLVE PROBLEMS WHICH COULD NOT BE SOLVED IN OTHERS WILL SOLVE THE PROBLEMS. THIS IS BECAUSE IT IS THE PROBLEMS WHICH CAUSE THE DIFFICULTIES, NOT THE ORGANIZATIONS. THEREFORE, YOU HAVE TO ATTACK THEM UTILIZING EXISTING MECHANISMS WHILE AVOIDING DUPLICATION AND THE GROWTH OF NEW BUREAUCRACY. NEVERTHELESS, IN THE CASE OF SELA THERE HAS BEEN A MAJORITY OPINION ON THE CONTINENT IN THE SENSE OF LOOKING FOR ANOTHER ANGLE FOR HEMISPHERIC COOPERATION. WE HAVE PARTICIPATED WITH A CONSTRUCTIVE SPIRIT IN VIEW OF THE EXISTING CONSENSUS; ALWAYS MAINTAINING OUR POSITION, WHICH IS THAT THIS ORGANIZATION, IN OUR OPINION, MUST NOT IN ANY MANNER BECOME A CONFIDENTIAL

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POLITICAL FORUM. IT MUST BE A SYSTEM OF COOPERATION BETWEEN LATIN AMERICAN COUNTRIES."

5. URUGUAY AND INTERNATIONAL ORGANIZATIONS

THE FOREIGN MINISTER STATED THAT URUGUAY BELIEVES THAT IT IS NECESSARY TO USE INTERNATIONAL ORGANIZATIONS TO SOLVE IMPORTANT PROBLEMS. "WE HAVE PUT FORWARD IN ALL FORA SUBSTANTIVE SUBJECTS. WE HAVE PUT FORWARD THE SUBJECTS OF TERRORISM; SUBVERSION; AND POWER POLITICS, BEHIND OR IN SPITE OF "DETENTE" BETWEEN THE GREAT POWERS. WE HAVE BROUGHT ATTENTION TO THE PROBLEMS OF TRADE AND RAW MATERIALS, THE ENERGY PROBLEM, THE PROBLEM OF THE COST OF PETROLEUM, THE SITUATION OF THE DEVELOPING COUNTRIES WHICH WE CALL THE INTERNATIONAL MIDDLE CLASS, THOSE WHICH ARE NOT DEVELOPED NOR ARE THEY PETROLEUM PRODUCING COUNTRIES BUT WHICH ARE NOT

AMONGST THE POOREST. THOSE ARE THE COUNTRIES WHICH REQUIRE HUNDREDS OF MILLIONS OF DOLLARS IN FINANCING IN THE NEXT DECADES. THEY ARE, HOWEVER, NOT SUFFICIENTLY CONSIDERED BY THE PRESENT SYSTEM OF INTERNATIONAL FINANCING. THE MINISTER WENT ON TO SAY THAT THESE ARE THE TPES OF SUBJECTS WHICH HAVE TO BE DEEPLY ANALYZED AND DISCUSSED WITHOUT DEMAGOGY AND WITHOUT RHETORIC. IT IS NECESSARY TO LOOK

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FOR CONCRETE SOLUTIONS. THE FOREIGN MINISTER, REFERRING TO THE ZIONISM RESOLUTION AND THE PRESTIGE OF THE UN, SAID THAT IN HIS OPINION THE RESOLUTION WAS "COMPLETELY NEGATIVE.Z IN CASES SUCH AS THE ZIONISM QUESTION THE INTERNATIONAL ORGANIZATION LOSES MUCH IF OOS PRESTIGE AS A FORUM APPROPRIATE FOR QUIET MULTILATERAL NEGOTIATION WHERE DIFFERENT POINTS OF VIEW CAN BE PRESENTED, HEARD, AND DISCUSSED. IT LOSES ALSO WHEN RESOLUTIONS OF THE GENERAL ASSEMBLY, WHICH ARE NOT OBLIGATORY, DO NOT TAKE INTO CONSIDERATION AN EQUILIBRIUM BETWEEN THE PARTIES, AND THUS THEY AR IMPOSSIBLE, IN PRACTICE, TO APPLY. THE POSITION OF URUGUAY IN INTER-

NATINAL ORGANIZATIONS HAS ALWAYS BEEN CONSTRUCTIVE AND BALANCED. IT HAS LOOKED FOR MODERATION AND TRIED TO AVOID THE RHETORICAL EXAGGERATIONS WHICH MANY TIMES ARE INCLUDED IN RESOLUTIONS.

6. CUBA

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REPLY TO A QUESTION ON WHETHER HE BLIEVED THE CUBA AND THE UNITED STATES WILL NORMALIZE RELATIONS, THE FOREIGN MINISTER SAID, "I WOULD NOT WANT TO TAKE A POSITION ON THE RLATIONS BETWEEN OTHER COUNTRIES. BUT THIS QUESTION CONCERNS ME IN ONE CERTAIN ASPECT WHICH I CANNOT AVOID AND WHICH I MUST ANSWER. URUGUAY WAS OPPOSED TO THE LIFTING OF THE COLLECTIVE SANCTIONS AGAINST CUBA, NOT FOR CAPRICIOUS REASONS OF STUBBORNNESS OR A TYPE OF RANCOR WHICH WOULD BE UNWORTHY OF OUR COUNTRY. NEITHER WAS IT BECAUSE CUBA HAD ONE OR ANOTHER POLITICAL SYSTEM. IT WAS DUE TO THE FACT THAT WE HAD EVIDENCE THAT THE GOVENMENT OF CUBA WAS INTERVENING IN THE AFFAIRS OF VARIOUS COUNRIES AND IN PARTICULAR IN OUR COUNTRY. TODAY I CAN SAY THAT THE FACTS CLEARLY AND SADLY CONFIRM THE OPINION OF URUGUAY WHICH DID NOT HAVE GENERAL ACCEPTANCE. TODAY WE ARE NOT SPEAKING OF SUPPORT FOR SUBVERSIVE ACTION GIVEN IN A SECRET MANNER AS IN THE CASE OF URUGUAY WHERE SERIES OF INDIRECT CONNECTIONS WERE USED TO SUPPORT A SEDICIOUS MOVEMENT HERE, BUT WE AR SIMPLY TALKING OF THEM SENDING ARMED FORCES TO OTHER COUNTRIES." FOR THIS REASON THE FOREIGN MINISTER BELIEVES THAT IT WILL BE DIFFICULT FOR ANY COUNTRY TO NORMALIZE ITS RELATIONS WITH CUBA. END UNCLASSIFIED.

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7. COMMENT. URUGUAY CONSISTENTLY FOLLOWS A FOREIGN POLICY DESIGNED TO STRENGTHEN TO THE MAXIMUM EXTENT POSSIBLE POLITICAL AND ECNONMIC RELATIONS WITH ITS NEIGHBORS. THE POLICY HAS RESULTED IN SOME SUCCESS. COMING TO MIND ARE MAJOR POLITICAL AND ECONOMIC ACCORDS NEGOTIATED WITH ARGENTINA AND BRAZIL. EXACTLY HOW MUCH SUCCESS URUGUAY WILL HAVE WITH OTHERNATIONS REMAINS TO BE SEEN.

8. ACTIVE PARTICIPATION IN AND SUPPORT BY MANY INTERNATINAL ORGANIZATIONS, SHORING UP AND EVELOPING POLITICAL/ECONOMIC/ CULTURAL TIES WITH SOUTHERN CONE NATONS, DEVELOPING BETTER RELATIONS WITH THE U.S. ANDOTHER WESTERN HEMISPHERE COUNTRIES, BROADENING TIES WITH ESTERN EUROPE, AND EXPLORING NEW TIES WITH MIDDLE EASTERN AND AFRICAN NATIONS, ARE ALL ACTIONS INDICATIVE OF URUGUAY'S FOREIGN POLICY GOALS. THE GOU POLICY IS DESIGNED TO AVOID POLITICAL ISOLATION AND

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PROVIDE AN ENVIRONMENT IN WHICH URUGUAY CAN (1) PEACEFULLY DEVELOP ITS FOREIGN TRADE AND ULTIMATELY ITS ECONOMY, AND (2) WITHSTAND THE ASSAULTS OF INTERNATIONAL COMMUNISM.

9. URUGUAYAN POLICY MAKERS, INCLUDING THE FOREIGN MINISTER CLEARLY BELIEVE THEIR COUNTRY HAS BEEN AND CONTINUES TO BE AN OBJECT OF ATTACK BY THE SOVIET UNION AND ITS ALLIES. THE ATTACK TAKES NEW FORMS, NOT ONLY SUBVERSION, INFILTRATION, TERRORISM AND THE LIKE, BUT THE ORCHESTRATION OF INTERNATIONAL OPINION AGAINST THE COUNTRY, VOTING RESOLUTIONS IN INTERNATIONAL ORGANIZATIONS CONDEMNING ITS DOMESTIC OR FOREIGN POLICY, AND CONDUCTING HUMAN RIGHTS CAMPAIGNS. THE CHALLENGE, AS THE GOU SEES IT, MUST BE MET IN PART BY VIGILENT AND AGGRESSIVE DIPLOMATIC ACTION. THUS, IN THE PAST YEAR THE FOREIGN MINISTER AND HIGH FOREIGN MINISTRY OFFICIALS ATTENDED ALL MANNER OF INTERNATIONAL MEETINGS TO ENSURE THAT URUGUAY'S POSITION WAS PUT FORWARD AND THAT ATTACKS WOULD NOT SUCCEED. SO FAR, THESE TACTICS HAVE HAD MODERATE SUCCESS.

10. IN ADDITION, THE GOU HAS SHAKEN UP ITS FOREIGN MINISTRY AND FOREIGN SERVICE, SENDING TOP-FLIGHT AMBASSADORS AND OTHER OFFICERS TO KEY POSTS, CULLING OUT THE DEADBEATS, AND ADDING DEPTH BY HIRING NEW, BRIGHT YOUNG OFFICERS.

11. ALL OF THIS HAS IMPORTANCE AND MEANING FOR U.S. POLICY. AS STATED PREVIOUSLY, ON A NUMBER OF OCCASIONS, THE MISSION BELIEVES URUGUAY AND THE UNITED STATES HAVE CONVERGING INTERESTS, ESPECIALLY IN INTERNATIONAL ORGANIZATIONS. THE FOREIGN MINISTER'S REMARKS INDICATE THAT THIS MUTUALITY OF INTERESTS WILL CONTINUE IN THE FORESEEABLE FUTURE. END CONFIDENTIAL.
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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: FOREIGN RELATIONS, POLICIES, ECONOMIC DEVELOPMENT, PRESS CONFERENCES, FOREIGN POLICY POSITION, POLITICAL SITUATION
Control Number: n/a
Copy: SINGLE
Draft Date: 12 FEB 1976
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: ElyME
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1976MONTEV00555
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D760055-0491
From: MONTEVIDEO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1976/newtext/t19760256/aaaabwkf.tel
Line Count: 316
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION ARA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: ElyME
Review Comment: n/a
Review Content Flags:
Review Date: 14 MAY 2004
Review Event:
Review Exemptions: n/a
Review History: RELEASED <14 MAY 2004 by ShawDG>; APPROVED <08 SEP 2004 by ElyME>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
04 MAY 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: FOREIGN MINISTER BLANCO OUTLINES URUGUAY'S MAJOR FOREIGN POLICY CRITERIA
TAGS: PFOR, UY
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 04 MAY 2006